United Nations A/72/707–S/2018/43

General Assembly
Security Council

Distr.: General
18 January 2018

Original: English

General Assembly
Seventy-second session
Agenda item 65
Peacebuilding and sustaining peace

Security Council
Seventy-third year

Peacebuilding and sustaining peace

Report of the Secretary-General

I. Introduction

1. Two years ago, the General Assembly and the Security Council came together to express their commitment to building and sustaining peace. They emphasized, in the twin resolutions on the review of the peacebuilding architecture, General Assembly resolution 70/262 and Security Council resolution 2282 (2016), that Member States needed to work better together to sustain peace at all stages of conflict and in all its dimensions and stressed that sustaining peace was imperative to preventing the outbreak, escalation, continuation and recurrence of conflict. It was recognized in the resolutions that sustaining peace should be broadly understood as a goal and a process to build a common vision of a society, ensuring that the needs of all segments of the population were taken into account.

2. In the resolutions, the General Assembly and the Security Council recognized that sustaining peace was a shared task and responsibility of Government and all other national stakeholders and should flow through all three pillars of the United Nations' engagement at all stages of conflict. They further reaffirmed the primary responsibility of national Governments and authorities in identifying, driving and directing priorities, strategies and activities for sustaining peace and emphasized that inclusivity was key to advancing national peacebuilding processes and objectives.

3. An important breakthrough in the twin resolutions was the recognition that efforts to sustain peace were necessary not only once conflict had broken out but also long beforehand, through the prevention of conflict and addressing its root causes. More countries have recently experienced violent conflict than at any time in nearly three decades. Forced displacement has reached unparalleled levels. In too many places, the cohesion of societies and the well-being of people are at risk. Building a common vision of society must involve paying attention to the causes of those problems. In the resolutions, it was recognized that the international community must redouble its efforts to support Member States in preventing crises that exact such unacceptable and growing human and financial tolls. Another important element of the resolutions was the recognition of the importance of women's leadership and

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participation in conflict prevention, resolution and peacebuilding and the need to increase the representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention and resolution of conflict. The consideration of gender-related issues in all discussions pertinent to sustaining peace should remain at the front of the efforts of the United Nations and the international community.

4. The present report is submitted pursuant to paragraph 30 of the resolutions on the review of the peacebuilding architecture. It provides an update on the progress made in the implementation of the resolutions and contains specific recommendations to address existing gaps. My aim is to forge a common vision and common systems and capacities across the United Nations to consistently and adequately support Member States in their endeavour to sustain peace and build resilient and prosperous nations in line with their commitments to leave no one behind.

5. The 2030 Agenda for Sustainable Development contains the blueprint of the common vision of society towards which the world is trying to move. Inclusive and sustainable development not only is an end in itself but also happens to be the best defence against the risks of violent conflict. The 2030 Agenda also contains the promise to leave no one behind in the quest to build such societies. In the twin resolutions, it was recognized that development was a central goal in itself, and the important contributions of the United Nations development system to peacebuilding, in particular through economic development and poverty eradication, were acknowledged. The United Nations system needs to continue to strengthen cooperation and coordination for that purpose in the field through United Nations country teams and at United Nations Headquarters, in accordance with their respective mandates, with respect for national ownership and the priorities of countries affected by conflict, including through the overarching framework of the United Nations operational activities for development.

6. The scale and nature of the challenge of sustaining peace calls for closer strategic and operational partnerships among the United Nations, national Governments and other key stakeholders, including international, regional and subregional organizations, international financial institutions, civil society organizations, women's groups, youth organizations and the private sector, taking into account national priorities and policies. In today's complex world, those partnerships need to harness the energies of all sectors of society. The United Nations is one partner among others, and all partners need to come together in support of the efforts of Governments.

7. I am convinced that the fragmentation of efforts across the United Nations system undermines its ability to support Member States in their efforts to build and sustain peaceful societies and to respond early and effectively to conflicts and crises. I have therefore introduced a set of mutually reinforcing reforms to ensure that the United Nations is more fit for purpose, including in the realms of development, management and peace and security. The reforms aim to ensure greater coherence and accountability within those pillars and generate greater coherence and synergies across the United Nations system.

II. Operational and policy coherence to strengthen support to peacebuilding and sustaining peace

8. In the resolutions, there was a call in strong terms for more coherence in international support to Member States in their efforts to build and sustain peace. Decades of experience and a number of independent studies, including the report of the Advisory Group of Experts on the Review of the Peacebuilding Architecture (see

A/69/968-S/2015/490), have pointed to scattershot, incoherent and occasionally contradictory or competitive international efforts as a significant source of failed peacebuilding efforts. Given the resurgence of conflict and the vast scale of crisis and suffering around the globe, greater operational and policy coherence among international actors and across the United Nations system is critical to strengthening support to Member States.

9. The most crucial sources of support are usually other Member States, often those in the same region or with strong historical ties, that can provide the political and financial support necessary to the process of building a peaceful society. The essential idea behind the creation of the peacebuilding architecture in 2005 was to institutionalize the process and establish a standing mechanism to rally Member States around specific peacebuilding challenges. The Peacebuilding Commission, which has a unique role to play in advancing intergovernmental coherence throug. its cross-pillar mandate, has already diversified its working methods to enhance its flexibility as a dedicated intergovernmental platform. Recent good practices of the Commission include attention to cross-border and regional issues in the Great Lakes region and the Sahel, support to the transition from a peace operation in Liberia and the adoption of a gender strategy that is the first of its kind for an intergovernmental body of the United Nations. Member States have also used the platform of the Commission for constructive discussions on Burkina Faso, Colombia, Kyrgyzstan, Papua New Guinea, Solomon Islands, Somalia and Sri Lanka, at the initiative of the countries concerned. I welcome such flexibility and innovation and encourage further efforts to enhance the role of the Commission.

10. Regional and other more flexible frameworks for coherent intergovernmental support to sustaining peace have also shown great promise, in particular when they involve the necessary resolve and a common vision among the countries concerned. The engagement of the countries of the Sahel region, including through the framework of the Group of Five for the Sahel, to address the complex and multidimensional challenges facing them is a good example of Member States' leadership in that regard. It also highlights the need for a system-wide approach from the United Nations and for close collaboration with partners such as the African Union, the European Union, the World Bank, the Alliance for the Sahel, Member States and the countries concerned to ensure a coordinated, coherent, integrated and results-oriented response.

11. I welcome other efforts by Member States to enhance policy coherence in support of sustaining peace. In January 2017, the President of the General Assembly convened a high-level dialogue on sustainable development and sustaining peace, in which I participated and which brought together the President of the General Assembly, the President of the Security Council, the President of the Economic and Social Council and the Chair of the Peacebuilding Commission for the first time to promote coordination and coherence across peace and development efforts. The Human Rights Council also considered the links between peacebuilding and human rights at its thirty-fourth session. Such initiatives have built upon the regular exchanges held by the Peacebuilding Commission with the Economic and Social Council and the Security Council.

12. Coherence and complementarity among the principal organs of the United Nations, including the governing bodies of United Nations entities, are critical. The role of the Economic and Social Council in the oversight of operational activities for development, development cooperation and humanitarian assistance and its overall coordination of the United Nations development system complement the valuable work of the Security Council and the Peacebuilding Commission. I welcome the strong resolve shown by Member States in that regard and encourage them to explore

further opportunities to enhance links at the intergovernmental level in support of sustaining peace in the field.

13. When the United Nations works together across the three pillars and with all relevant partners, a meaningful difference can be made in peoples' lives. Coherence in operational engagement is key in that respect. In the Gambia, the value could be seen of swift and sustained regional engagement in support of national conflict prevention efforts through the Economic Community of West African States, supported by the Security Council and the Peacebuilding Commission and backed up by a coordinated and coherent United Nations system. Immediately after the peaceful resolution of the post-electoral crisis in the Gambia, a United Nations assessment mission, a visit by the Chair of the Peacebuilding Commission and the quick disbursement of grants and provision of capacities from the Peacebuilding Fund, the United Nations Development Programme (UNDP), the Department of Political Affairs and the Office of the United Nations High Commissioner for Human Rights were critical in ensuring support to the new Government's work to sustain peace. The identification of peacebuilding priorities and the design of United Nations country-level support have been nationally driven and focused on ensuring ownership and sustainability.

14. Similarly, in Liberia, work is under way to ensure that United Nations support is sustained and coherent in a transition context. The Peacebuilding Commission has provided advice to the Security Council on the transition of the peace operation mandate and the development of a national peacebuilding plan, led by national stakeholders and supported by the recovery and peacebuilding assessment, a tripartite framework of the United Nations, the World Bank and the European Union. In follow-up, the Peacebuilding Commission provided a platform for United Nations leadership in Liberia to discuss with Member States a capacity mapping exercise to identify expected financing and expertise gaps following the departure of the United Nations Mission in Liberia (UNMIL). A multi-partner trust fund has been established and is supported by the Peacebuilding Fund in its catalytic role.

15. The opportunities for meaningful impact on the ground when the United Nations system joins up its efforts are especially evident where peace operations are deployed. Peace operations, both special political and peacekeeping missions, can be powerful platforms for preventing conflict from escalating and for sustaining peace, as acknowledged and welcomed in the resolutions. Together with development, humanitarian and human rights actors, United Nations peace operations carry out regular strategic assessments to develop a shared understanding and to propose options for the best way to support Member States in sustaining peace. In order to maximize the coherence and, therefore, the impact of that support, such assessments should have stronger links to integrated strategic frameworks and the United Nations Development Assistance Framework, which would enable mission components and members of United Nations country teams to work from the same analysis and towards the same goals, in support of national priorities. A good example is the United Nations Peacebuilding and Development Assistance Framework in the Central African Republic, which supports the national recovery and peacebuilding plan for the period 2017–2021, aligns national priorities across peace and security, reconciliation, human rights and development and is supported by the Peacebuilding Fund and the Peacebuilding Commission. I reaffirm my commitment to integration as a way of maximizing the impact of the United Nations in mission settings. I have also requested that the integrated assessment and planning policy be revised to improve coherent action across the United Nations system in support of sustaining peace.

16. There are also useful examples of in-country cross-pillar cooperation in specific substantive areas. In 10 conflict-affected countries, the Global Focal Point for Police, Justice and Corrections Areas in the Rule of Law in Post-Conflict and Other Crisis

Situations of UNDP and the Department of Peacekeeping Operations brings together different parts of the United Nations engaged in support to the rule of law for joint analysis, planning and programming. In Somalia, the United Nations Assistance Mission in Somalia and the United Nations country team implement a joint programme to support rule of law institutions of Somalia, bringing together nine United Nations partners around common strategic objectives. The model has also been useful in ensuring that cross-cutting issues are the priority of all United Nations entities. For example, through programmes supported by the Global Focal Point, there has been an increased focus on women's access to justice in core rule of law programmes, as well as greater implementation of the 15 per cent target for spending on advancing gender equality and the empowerment of women as a principal objective.

17. Working jointly requires a coherent division of expertise and the pooling of resources. The Joint Programme on Building National Capacities for Conflict Prevention of UNDP and the Department of Political Affairs supports the deployment of peace and development advisers in more than 40 resident coordinator offices. Peace and development advisers provide in-country analytical and programmatic guidance, support the conflict sensitivity of United Nations Development Assistance Frameworks and United Nations country team programmes and strengthen national capacities for prevention. In Lesotho, for example, the peace and development adviser facilitated United Nations support to the country's national reform processes, including dialogue and consensus-building. The joint project of UNDP, the Department of Peacekeeping Operations, the Department of Field Support and the Department of Political Affairs on United Nations transitions in mission settings is another example of cross-pillar cooperation. The challenge now is to turn such examples into standard practice, so that Member States can benefit from joined-up United Nations support that has maximum impact. To that end, I will build upon such initiatives by encouraging the creation of additional cross-system models for United Nations joint technical support that pool capacities and funding, resulting in programming that helps to sustain peace.

18. My proposed restructuring of the peace and security pillar, as supported by the General Assembly in its resolution 72/199, will also contribute to greater coherence of United Nations efforts (see A/72/525). It is aimed at prioritizing conflict prevention and sustaining peace, enhancing the effectiveness and coherence of peacekeeping operations and special political missions, overcoming fragmentation by moving towards a single integrated peace and security pillar and aligning the peace and security pillar more closely with the development and human rights pillars so as to foster greater coherence and cross-pillar coordination. To that end, existing substantive capacities and resources in the area of peace and security will be reorganized and integrated more rationally, including through the creation of a single political-operational structure with regional responsibilities that will support a more holistic approach to peacebuilding and sustaining peace through the development of regional strategies and approaches, enhanced partnerships with regional organizations and more effective support to the Peacebuilding Commission.

19. As mandated by the resolutions on the review of the peacebuilding architecture, the Peacebuilding Support Office will be reinforced to assume a stronger cross-pillar bridging role to strengthen the pillar's orientation towards sustaining peace. Building upon its existing work in support of the development-humanitarian-peacebuilding continuum, the Office will function as a "hinge" between the peace and security pillar and the other pillars and with the humanitarian community. It will be responsible for connecting relevant tools and approaches across the conflict spectrum, drawing together the expertise of the United Nations system to facilitate coherent system-wide action, and for strengthening partnerships within and beyond the United Nations.

Together with the participation of the Assistant Secretary-General for Peacebuilding Support in key cross-pillar mechanisms, including the Executive Committee, the significant strengthening of the Peacebuilding Fund and enhanced support to the Peacebuilding Commission, those measures will contribute to the revitalization of the Office and help to fulfil the original vision behind its establishment, to foster strategic coherence in United Nations efforts in support of sustaining peace.

20. In order to realize that vision, I propose that the capacity of the Peacebuilding Support Office be strengthened within the existing resources of the peace and security pillar. In that respect, I ask Member States to consider favourably my detailed proposals for the restructuring of the peace and security pillar and to enhance the capacities of the Peacebuilding Support Office and other parts of the proposed Department of Political and Peacebuilding Affairs for conflict prevention and peacebuilding, including through the use of the peacekeeping support account for peacebuilding activities in relevant peacekeeping settings. I also encourage United Nations entities to continue to second personnel to the Office both to reinforce its capacity and to strengthen system-wide synergy and coherence.

21. The international human rights framework, in particular Member States' obligations under the Universal Declaration of Human Rights, provides a critical foundation for sustaining peace. The collective work of the United Nations system to advance human rights should help to identify the root causes of and responses to conflict. In that respect, it will remain imperative for the peace and security and development pillars to make better use of the existing human rights mechanisms, such as special procedures, the treaty bodies and the universal periodic review, and their recommendations in support of Member States.

22. Central to those efforts is a more coherent United Nations that will think, plan and programme in a joined-up way, drawing upon its full range of tools to support Member States. This begins with a common understanding of the major risks and opportunities relevant to each Member State. A common analysis of those risks and opportunities in turn allows for risk-informed development strategies and targeted efforts to build resilience and sustain peace. No region or State will face the same mix of risks or the same level of exposure to those risks. The Sustainable Development Goals provide a blueprint for engaging with Member States on those issues. At the country level, there should be a common prioritization of risks and opportunities, grounded in universally agreed human rights and humanitarian norms and standards, as well as robust gender analysis. Peacebuilding strategies linked to programmes with corresponding joint steering committees, including Governments, the United Nations and civil society, have been helpful. I will ask senior United Nations leadership in the field to ensure joined-up analysis of risks and to translate such analysis into coherent strategies and actions in support of sustaining peace.

23. In the resolutions, the important contributions of the United Nations development system to peacebuilding were recognized and the need to continue strengthening cooperation and coordination for that purpose, respecting both national ownership and the priorities of countries affected by conflict, was stressed. Sustainable development is the primary goal and an end in itself. It also has the advantage of being the best guarantee of peace that endures. The primary objective of the United Nations development system is to support Member States in achieving the 2030 Agenda and the Sustainable Development Goals, based on national ownership of the goals.

24. My proposed reforms of the development system foresee a new generation of United Nations country teams, centred around a strategic United Nations Development Assistance Framework and led by an impartial, independent and empowered resident coordinator, with a stronger focus on providing collective

support and generating common results. As outlined in my report on repositioning the United Nations development system to deliver on the 2030 Agenda (A/72/684-E/2018/7), the development system needs to be much more cohesive and integrated at the country level to expand the offer of whole-of-system expertise to countries. Resident coordinator offices, drawing upon the full range of expertise of resident and non-resident United Nations entities, should be equipped to serve as hubs for collective analysis and planning. Resident coordinator offices would therefore be responsible for coordinating development strategies that are risk informed and help to build peaceful and inclusive societies. Critical to this will be a revitalized United Nations Development Assistance Framework, as the single most important United Nations country planning instrument, informed by a conflict and development analysis endorsed by the United Nations Sustainable Development Group. The analysis will be continuously updated to incorporate guidance on conflict sensitivity and sustaining peace and should be used routinely in planning processes of the Frameworks, with the support of peace and development advisers, where present. Already, 80 per cent of the Frameworks launched in 2017 include contributions to sustaining peace. I will strive to ensure that the Frameworks are risk informed and become more effective tools for supporting national efforts to build resilience and for accelerating transitions out of crisis to sustain peace.

25. United Nations entities are adapting to this cross-pillar approach to sustaining peace within their respective mandates. Already, 77 per cent of resident coordinators report close collaboration among entities engaged in development, disaster risk reduction, humanitarian action and sustaining peace. Of the 19 entities, 16 include peacebuilding and sustaining peace in their strategic plans, guidance and training. The United Nations Children's Fund (UNICEF), for example, has included targets relating to the promotion of peaceful and inclusive societies in its Strategic Plan, 2018–2021. Supporting peacebuilding initiatives is a core priority of the strategic plan for the period 2017–2022 of the Office of the United Nations High Commissioner for Refugees. The World Food Programme has adopted a peacebuilding policy and guidance. Recognizing the primacy of existing mandates, the needs articulated by Member States and the overriding importance of development as the primary objective, I encourage all United Nations entities to view sustaining peace as an important goal to which their work can contribute and to integrate the approach to sustaining peace into their global and country-specific strategic plans, as appropriate.

26. The United Nations Sustainable Development Group is a key mechanism for United Nations coherence and, under the leadership of the Deputy Secretary-General, is on track to become even more effective. Working closely with the recently established joint steering committee to advance humanitarian and development collaboration, the Group will also place greater emphasis on fostering synergies in humanitarian and development action, as well as its links to peace, in support of the 2030 Agenda. In addition, United Nations support to countries for the implementation of the Sustainable Development Goals must be guided by the mainstreaming, acceleration and policy support strategy developed by the Group and must be risk informed and conflict sensitive. I will deploy multidisciplinary missions of the mainstreaming, acceleration and policy support strategy to help to ensure that support to national planning for the 2030 Agenda is conflict sensitive and integrated. I will also ensure that the new United Nations Sustainable Development Group, under the leadership of the Deputy Secretary-General, will continue to promote cross-pillar coordination and coherence in support of the 2030 Agenda and its links to peace, including through its results groups.

27. Without the full participation of women in society, neither peace nor prosperity can be ensured over the long term. The meaningful participation of women measurably strengthens protection efforts and deepens the effectiveness of

peacebuilding. Research also points to the direct relationship between gender equality, on the one hand, and resilience to and prevention of conflict, on the other. The women and peace and security agenda is therefore essential for all the work of the United Nations system in support of Member States. My Seven-Point Action Plan on Gender-Responsive Peacebuilding to accelerate progress on the participation of women in peacebuilding aims to increase financing for gender-responsive peacebuilding, expand the access of women to decision-making and improve gender-sensitive analysis and planning. I remain committed to ensuring the full implementation of the Seven-Point Action Plan and will request a review and update of all elements of the Plan in the light of the reforms that I have initiated, well in advance of the forthcoming twentieth anniversary of the adoption of Security Council resolution 1325 (2000), to ensure that the appropriate changes are made and that the United Nations system can demonstrate effectively the progress made in that area.

28. Young people represent the future of society and are also very much the present. While young people's experience of peace and conflict is varied, conflict can disrupt educational and employment opportunities, leading to trauma and mistrust towards the State and the international community. Most young people resist violence, and some actively engage in peacebuilding and sustaining peace despite the risks they face. Yet, young people remain underrepresented in decision-making at all levels. It is high time that the contribution of young people to sustaining peace was recognized and supported. The youth and peace and security agenda offers opportunities to galvanize coherent United Nations engagement in support of young people and their contribution to peacebuilding and sustaining peace. I look forward to the recommendations of the independent progress study on youth and peace and security requested by the Security Council in its resolution 2250 (2015) and to further advancing the agenda together with Member States.

III. Leadership, accountability and capacity in supporting peacebuilding and sustaining peace

29. I am determined to improve leadership, accountability and capacity across the United Nations system, both at Headquarters and in the field, so that the Organization can offer Member States the most effective possible support in sustaining peace. This will need to include efforts to ensure the continuity of relevant peacebuilding programmes, senior leadership and personnel through different phases of United Nations engagement, in order to improve transitions, and a strengthening of the capacity of the senior leadership of the United Nations country team to absorb relevant peacebuilding functions following the drawdown of Security Council-mandated missions.

30. The adoption in 2017 of a system-wide leadership framework underscores my commitment to improving leadership across the United Nations system. My system-wide strategy on gender parity is aimed at addressing the lack of parity at all levels, in particular in senior positions, and at improving organizational culture with respect to gender.

31. A major objective of the management reform proposals Member States have now endorsed is to decentralize decision-making, bringing it closer to the point of delivery and making the planning and budget process more accountable and responsive. I intend to empower heads of departments, offices, regional commissions and field missions to align authority in the management of financial, human and material resources with the delegated responsibility for mandate implementation. A clearer link between resources and results will serve to achieve greater transparency and accountability. The ability to manage resources effectively in response to urgent

requirements, emerging risks and current operational needs will enhance the Organization's effective and timely support in sustaining peace.

32. At the heart of my proposals for the repositioning of the United Nations development system is my conviction that a new generation of United Nations country teams is required for delivery on the 2030 Agenda, supported by empowered, impartial and competent resident coordinators. The proposals are also based upon the results of an independent review, conducted by the Overseas Development Institute, of the capacities of United Nations system agencies, funds and programmes to sustain peace. In its review, the Institute concluded that there was a need to strengthen capacities to conduct conflict or context analysis and to translate analysis into more conflict-sensitive programming. As integrators of policy concerning all of the Sustainable Development Goals, resident coordinators must be better prepared to work across the development-humanitarian-peacebuilding continuum. This includes a strong understanding of relevant United Nations normative frameworks and the ability to translate these into system-wide analysis, planning and programming. In conflict-affected settings, resident coordinators will need to ensure that United Nations country teams work in an integrated manner with United Nations peace operations to contribute fully to building resilience and sustaining peace. In relevant contexts, resident coordinators, including triple-hatted deputy special representatives of the Secretary-General, must receive integrated support from development, humanitarian, and peacebuilding entities in order to foster an integrated response that includes human rights and gender equality, and must be accountable for improving inter-agency collaboration to support national actors in risk management, resilience-building and the promotion of peaceful and inclusive societies.

33. It is important that those in leadership positions in the field receive assistance from Headquarters, including guidance, training, surge capacities, peer-to-peer support and the delegated authority to take calculated risks in support of national priorities. Resident coordinators must have a diverse skillset, with strong leadership, team-building and communications skills, including in integrated planning, risk management, gender issues and human rights, in order to be able to promote coherence in a collaborative manner. It is also important for resident coordinators to have gained experience from working in United Nations system organizations and to be involved in continuing their professional education. I will encourage diversity of experience across peace and security, development, human rights and humanitarian issues for all United Nations senior leadership, with improved and adequately incentivized inter-agency mobility, including across all three pillars of the United Nations.

34. The need for collaborative leadership is particularly in evidence when a United Nations peace operation is being drawn down. I recommend that, during the drawdown, a mapping of capacity of the United Nations country team against peacebuilding priorities be undertaken and discussed with Member States through the Peacebuilding Commission. This is what occurred in Liberia, where the assessment of capacities against the priorities outlined in the Liberia peacebuilding plan, conducted by the joint project of UNDP, the Department of Peacekeeping Operations, the Department of Field Support and the Department of Political Affairs on United Nations transitions in mission settings, showed the need for substantial investments through the United Nations country team in order to continue peacebuilding efforts. Comprehensive gender analysis and effective planning are also essential to ensure that gains on gender equality are not eroded when peace operations are withdrawn. Another example of good practices in this regard is the integrated transition planning that took place in Côte d'Ivoire. Integrated planning at an early stage and throughout the life cycle of a mission is critical. Additional planning capacity should also be deployed where and when required.

35. Not all types of technical expertise are available within United Nations country teams or missions. Resident coordinators must be able to benefit from the expertise and assets of the entire United Nations system to ensure better delivery of their mandates. I will take steps to ensure that resident coordinators can draw more easily on advice from centres of expertise at Headquarters and at the regional level. In my report on repositioning the United Nations development system, I indicated that as part of the optimization of regional structures, the Organization would ensure that the development and review of United Nations Development Assistance Frameworks included a more thorough analysis of regional and transboundary issues, with the regional commissions as an integral part of the process. The regional commissions could also play a supporting role in integrated analysis at the regional level and provide a convening platform for intergovernmental dialogue. Over the medium term, United Nations regional assets should be restructured so as to streamline and maximize the impact of the United Nations regional presence in support of attaining the Sustainable Development Goals and, as part of that objective, sustaining peace.

36. In the report on the United Nations development system, I also included proposals to strengthen resident coordinator offices and ensure that capacities matched the needs of national priorities, building on the comparative advantages of the United Nations system. The United Nations system's efforts must continue to be oriented around three key principles: reinforcing national ownership; developing country-contextual responses; and ensuring the effective delivery of development results on the ground. In considering the specificity of each context, I recommend that staff of the resident coordinator offices or of the integrated presence in a country have advisory responsibilities, in addition to planning and coordination, monitoring and evaluation and financing support functions, in accordance with the United Nations Development Assistance Framework. I recommend that the Joint Programme on Building National Capacities for Conflict Prevention, which currently deploys more than 40 peace and development advisers to resident coordinator offices, in full agreement with the respective Governments, serve as a model for making such enhanced capacities available.

37. Under my proposal for restructuring the peace and security pillar, the single regional structure will offer guidance and support to resident coordinators in non-mission settings, in close cooperation with the United Nations Sustainable Development Group. The proposed Departments of Political and Peacebuilding Affairs and of Peace Operations will continue to house staff specialized in electoral affairs, mediation support, military affairs, police, rule of law, civil affairs, security sector reform, mine action and disarmament, demobilization and reintegration. The proposed Departments of Political and Peacebuilding Affairs and of Peace Operations will also continue to support gender mainstreaming through their gender capacities, working closely with the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women). Examples of flexible mechanisms that allow for the relevant expertise to be available at the appropriate time are the Standby Team of Senior Mediation Advisers, the newly established High-level Advisory Board on Mediation, the United Nations single electoral roster, multidisciplinary teams deployed through the Global Focal Point for Police, Justice and Corrections Areas in the Rule of Law in Post-Conflict and Other Crisis Situations, the UNDP ExpRes Roster for Crisis Response, UN-Women regional advisers on women and peace and security and capacities deployed under the joint project of UNDP, the Department of Peacekeeping Operations, the Department of Field Support and the Department of Political Affairs on United Nations transitions in mission settings. The three regional special political missions in Central Africa, West Africa and Central Asia and the regional presence of agencies, funds and programmes of the United Nations system are also important sources of advice and support in this regard. I will build upon these existing good practices in the provision of appropriate expertise and surge capacities

to resident coordinators, United Nations country teams and peace operations to support national needs, including by encouraging all entities to work in effective cross-pillar partnerships.

IV. Financing for peacebuilding

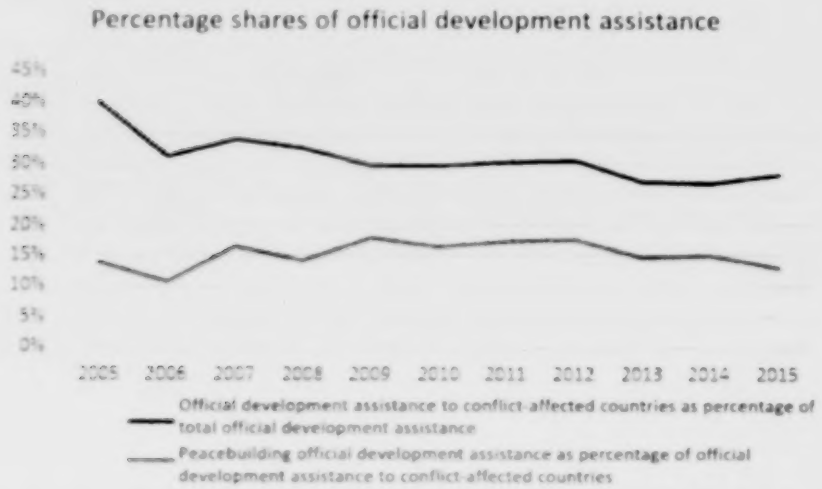
38. In the twin resolutions, Member States recognized the need for United Nations peacebuilding efforts, including those of United Nations country teams and the peacebuilding components of peacekeeping operations and special political missions, to have adequate, predictable and sustained financing in the face of challenges that included fragmentation across the system, competition for resources, lack of risk tolerance and speed, weak links between analysis and implementation, and insufficient dedicated resources to address conflict risks, including in transition settings.

39. Financing United Nations peacebuilding activities should be seen against the backdrop of total financial resources available for countries affected by violent conflict. Nearly half of all people living in extreme poverty reside in countries affected by conflict and fragility. Unless concerted action is taken by 2030, that figure is expected to rise to 80 per cent by 2035. The trend is discouraging: official development assistance (ODA) to conflict-affected countries[1] fell as a share of global ODA from 40 per cent (equivalent to $44.6 billion[2]) in 2005 to 28 per cent (equivalent to $41.4 billion) in 2015. The focus on peacebuilding in conflict-affected countries has declined, from 18.0 per cent of ODA in 2009 to 13.0 per cent in 2015 (see figure I). By contrast, net financial outflows from conflict-affected countries were estimated at $53 billion in 2016. Annually, less than 2 per cent of ODA to conflict-affected settings was allocated to advancing gender equality or meeting women's rights and needs. The international community needs to make financing for development work for fragile and conflict-affected countries. I therefore encourage Member States to support Governments in planning and financing their national implementation plans with regard to the Sustainable Development Goals. On the United Nations side, as I have stressed in my report on repositioning the United Nations development system, the United Nations will take steps to scale up its capacities to support Member States in their efforts in financing the Goals.

[1] Countries with country-specific special political missions or a multidimensional peacekeeping operation, or that are eligible for or are recipients of Peacebuilding Fund funding as of September 2017.

[2] Constant prices of 2015.

Figure I
Official development assistance for conflict-affected countries, 2005–2015



Source: Peacebuilding Support Office, based on the Organization for Economic Cooperation and Development (OECD) Creditor Reporting System, OECD Stat.

40. As I have noted repeatedly since assuming office, the costs of responding to crises have become unsustainably high: the international community spent $233 billion over the past 10 years on humanitarian responses, peacekeeping and in-donor refugee costs. According to the United Nations-World Bank joint study, entitled *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict*, it is estimated that effective prevention would save anywhere from $5 billion to $70 billion per year for the affected country and the international community combined. Investing in prevention pays off. It saves lives, money and development gains. But the United Nations does not have sufficient resources to support Member States in preventing violent conflict. For example, 2015 and 2016 annual allocations for a total of 15 Headquarters-based United Nations trust funds and global programmes related to peace amounted to approximately $200 million, according to available reports on them, far less than what is needed.

41. In contexts in which peacekeeping operations are present, notable progress has been made in the allocation of resources from peacekeeping mission assessed budgets for mandated programmatic activities in support of peacebuilding. This support now totals approximately $250 million annually, of which approximately $180 million is directed towards mine action and the rest towards activities such as community violence reduction and promotion of the rule of law. These activities are implemented directly by peacekeeping missions and other partners on the basis of their comparative advantages. I welcome existing budgetary allocation for programmatic activities in peacekeeping budgets as valuable support to peacebuilding.

42. Despite such progress, there remains a significant gap in resources and capacities to fulfil the peacebuilding components of mission mandates and meet broader national peacebuilding needs. *In 2016, according to a recovery and* peacebuilding assessment in the Central African Republic, the costs for peacebuilding and recovery between 2017 and 2021 were estimated at $3.2 billion, with $2.2 billion pledged by donors in November 2016. In Liberia, in the context of the drawdown of UNMIL, the financial estimate for the work of the United Nations country team in

support of the national peacebuilding plan over two years is $130 million, with $10 million pledged by the Peacebuilding Fund by December 2017.

43. An emerging good practice is the establishment of pooled funds at the country level in support of the United Nations Development Assistance Framework, linked to a national peacebuilding plan, accompanied by the Peacebuilding Commission and supported by the Peacebuilding Fund in its catalytic role. Pooled funds have a strong track record in strengthening coherence and coordination, broadening the contributor base, improving risk management and leverage, empowering the resident coordinator and providing incentives for collaboration, including across United Nations pillars, thus encouraging integrated programming. They are particularly useful ahead of a mission drawdown. Pooled funds should be supported by a country-level, nationally owned mapping of peacebuilding resource needs and total financial resources available, including national resources. I encourage United Nations senior leadership to map peacebuilding resource needs, on the basis of a joined-up risk analysis, and to establish a country-specific pooled fund in support of the Framework. Fragmented financial streams can also be linked to planning and programming through country platforms. For example, the Somalia Development and Reconstruction Facility, supported by the World Bank and the United Nations, binds the international community together in mutual accountability with Somali counterparts through a joint governance and secretariat structure overseeing separate funds.

44. While financial support for peacebuilding activities is indispensable, the contribution of in-kind resources can also be significant. The United Nations Office for South-South Cooperation has implemented integrated peace and development approaches in Burundi, Chad, Haiti, Sierra Leone, Somalia and Timor-Leste with support from UNDP and United Nations Volunteers and partners such as the Islamic Chamber of Commerce, Industry and Commodity Exchange. I encourage United Nations senior leadership to support South-South and triangular cooperation in peacebuilding.

45. At the Headquarters level, it is essential to ensure that adequate, predictable and sustained financing is available to support peacebuilding at the country level. Non-core resources are important but also increase transaction costs, fragmentation, competition and overlap. Yet, these earmarked contributions have grown six times faster than core contributions to United Nations development system entities in the past 15 years, reducing core resources to only 15 per cent of the total. In response to this challenge, I have proposed a funding compact to Member States to explore options that could help to improve the quality and predictability of resources allocated to the United Nations, in return for greater effectiveness, transparency and accountability for system-wide results.

46. In order to help to address issues of fragmentation and competition among funding instruments and to enhance transparency, accountability and effectiveness, I will also establish a funding dashboard for peacebuilding. The dashboard will serve to catalogue existing instruments, including their capitalization, rules and procedures, governance structures and areas of intervention. The dashboard will allow the Executive Committee, relevant inter-agency coordination mechanisms and senior leadership, including in the field, to track global peacebuilding resources, and will promote greater strategic alignment of funding. It will also allow for more accurate tracking of the Organization's own commitments, including to ensure that 15 per cent of funding in this area is earmarked for gender equality and women's empowerment as a principal objective. I will continue to encourage greater coordination among these funding instruments, including through joint assessments and common initiatives.

47. The Peacebuilding Fund, as a timely, catalytic and risk tolerant instrument, is a critical vehicle as the United Nations steps up its efforts to build resilience and drive,

at a greater scale, integrated United Nations action for prevention. The Fund has supported national partners and United Nations country teams in responding strategically to peacebuilding needs, aiding transitions from mission to non-mission settings and facilitating alignment with international financial institutions and other partners. The role of the Fund as a financial catalyst for peacebuilding must therefore be enhanced further. At the country level, the Fund's investments should be leveraged to maximize investments from other stakeholders. In the Democratic Republic of the Congo, an initial $12 million Fund contribution for stabilization was more than doubled by additional contributions from donors. In Sri Lanka, an initial $12 million Fund investment mobilized five other donors to support the $82 million peacebuilding priority plan. Financial forecasting for the Fund, based on country-driven needs across several windows — including support for transitions, private sector engagement, cross-border and regional initiatives, and a gender and youth initiative — places the estimated total requirements for the Fund at $500 million annually. I therefore reiterate my call for a "quantum leap" in contributions to the Fund, which should be unearmarked and provided for a longer term to ensure that support is both responsive and predictable.

48. Ensuring a dedicated minimum of 15 per cent of all United Nations-managed funding in support of peacebuilding projects to advance gender equality and women's empowerment as a principal objective is part of my Seven-Point Action Plan on Gender-Responsive Peacebuilding. This has been furthered through dedicated instruments, such as the Women's Peace and Humanitarian Fund, as well as through earmarking within country-level trust funds such as the Myanmar Joint Peace Fund and the Stabilization Coherence Fund for the Democratic Republic of the Congo, which have adopted the 15 per cent target. The Peacebuilding Fund reached 19.2 per cent in 2016 and raised the target to 30 per cent in its business plan for the period 2017–2019. I request that all United Nations funding mechanisms in support of peacebuilding projects meet and exceed this 15 per cent target and that Member States contribute specifically in this area, where resources are scarce but the impact great.

49. In the resolutions, I was requested to provide options on increasing, restructuring and better prioritizing funding dedicated to United Nations peacebuilding activities, including through assessed and voluntary contributions, for the consideration of Member States. The options are set out below:

(a) **Voluntary resources.** A number of Headquarters-level trust funds in the Secretariat are inactive and unutilized. To support the financing of the Peacebuilding Fund, I call upon donors to agree to allocate the remaining balance of any Headquarters-level trust fund inactive for two years or more to the Fund;

(b) **Assessed contributions.** These would provide higher predictability and sustainability of funding for peacebuilding, and reduce the costs of voluntary resource mobilization. It is important to note that the use of assessed contributions would send a powerful signal regarding the commitment of all Member States to peacebuilding and sustaining peace;

(c) **Assessed contributions during mission drawdowns.** Mission transitions and drawdowns represent some of the most critical periods and the time during which investments in sustaining peace made by national authorities and their international partners over the years can be either sustained or lost in a matter of months. After a drawdown, United Nations country teams commonly face a "financial cliff" in support for peacebuilding activities. In the case of Liberia, the financial estimate in support of the peacebuilding plan is $65 million per year for two years, or approximately 55 per cent per year of the final full-year budget of UNMIL in the amount of $116.95 million. In recognition of the imperative of well-managed and appropriately resourced transitions, I call upon the principal contributors to peacekeeping budgets to voluntarily commit the equivalent of 15 per cent of the final

full-year budget of a closing peacekeeping mission, to be contributed to peacebuilding activities through existing projects or the country-level pooled fund managed by the resident coordinator office, each year for a period of two years following the end of the mission's mandate;

(d) **Unspent assessed contributions.** Peacekeeping missions are sometimes left with unencumbered balances at the end of the financial period. At the end of the 2015/16 period, the balance amounted to $279 million, which was credited to Member States as unspent funds. I call upon Member States to voluntarily commit unspent peacekeeping budget funds to the Peacebuilding Fund;

(e) **Assessed contributions for the Peacebuilding Fund.** In its report, the Advisory Group of Experts on the Review of the United Nations Peacebuilding Architecture recommended that the General Assembly consider steps to ensure that core funding representing $100 million or an approximate and symbolic 1 per cent of the value (whichever is higher) of the total United Nations budgets for peace operations (peacekeeping and special political missions together) be provided to the Fund annually from assessed contributions under the United Nations budget. The assessed contributions should be provided in a way that ensures necessary oversight without undermining the Fund's comparative advantage as a fast, unearmarked, flexible and pre-positioned pooled fund working under terms of reference approved by the General Assembly. I call upon Member States to consider the allocation of assessed contributions to the value of $100 million or a symbolic 1 per cent of the total annual cost of peace operations to the Fund;

(f) **Re-investing savings from assessed budgets.** When the overall financial requirements for peacekeeping operations decrease, some of the variance should be reinvested in peacebuilding. In years when the total approved resources for peacekeeping operations are less than those of the previous year, I call upon Member States to agree to be assessed the equivalent of 15 per cent of the total variance in the approved resources to finance the Peacebuilding Fund;

(g) **Diversifying available resources.** I am exploring the possibility of innovative financing solutions for peacebuilding, including contributions by individuals, foundations and faith-based organizations, bonds, levy and tax-based revenue generation, corporate partnership and blended finance. There are already several promising examples, which include social impact bonds to pay for rehabilitation centres in Mali, corporate partnerships for sustaining peace in Nigeria and South Sudan, and crowdfunded peacebuilding initiatives.

50. The United Nations mobilizes more than $250 million annually from corporate partners and is engaging with the private sector on setting investment guidelines and on a wide range of other issues through the United Nations Global Compact. I welcome recent initiatives to strengthen partnerships for peacebuilding. In 2017, the fourth Business for Peace annual conference was held in Colombia. Colombia will become a test case for blended finance, using grant money to unleash commercial financing for peacebuilding. In Liberia, companies supported the project design and financially contributed to an initiative to mitigate concession-related conflicts. I encourage the United Nations system to further develop partnerships with the private sector and the investment community to strengthen the peacebuilding impact of companies, set conflict-sensitive investment guidelines and explore potential contributions to United Nations peacebuilding activities. This should be undertaken in accordance with the Guiding Principles on Business and Human Rights: Implementing the United Nations "Protect, Respect and Remedy" Framework.

51. To support this ongoing work, the Peacebuilding Fund, working closely with the United Nations Sustainable Development Group, will assume a strategic resource mobilization role for predictable and sustained financing for peacebuilding. This

would include exploring opportunities for contributions from the private sector through traditional means, as well as considering partnerships and innovative financing methods. This capacity will work in coordination with the proposed United Nations development system innovative funding lab. The Fund will explore the possibility of establishing a web-based donation mechanism, the use of crowdfunding websites and establishing partnerships with companies to mobilize voluntary levies on products or services.

52. I also encourage Member States to explore innovative means of financing peacebuilding activities, including through the issuance of social impact bonds in peacebuilding, the voluntary implementation of a tax on the trade in (specific) arms, or the donation of fines imposed on defence industry corporations to United Nations peacebuilding activities.

V. Partnerships for peacebuilding and sustaining peace

53. An ecosystem of partners working in support of Governments is critical for sustaining peace, as recognized by Member States in the resolutions. Regional and subregional organizations play a key role in the peaceful settlement of disputes, including through preventive diplomacy, confidence-building and mediation efforts, preventing violent extremism, peacekeeping and peacebuilding. They also share knowledge, analytical capacity and strong local networks. African initiatives in peacebuilding, for example, include the African Union policy on post-conflict reconstruction and development and the African Solidarity Initiative. A Joint United Nations-African Union Framework for Enhanced Partnership in Peace and Security was signed in 2017, and a subsequent memorandum of understanding adopted between the African Union Commission and the Peacebuilding Support Office.

54. Through the Peacebuilding Commission, Member States have enhanced collaboration with regional and subregional organizations, including on the Sahel, Central Africa and the Great Lakes region, as well as in the Gambia. I encourage the Commission to continue to regularly convene meetings on country-specific and regional issues with regional and subregional organizations.

55. The United Nations engages regularly in joint analysis, planning and information-sharing with regional organizations, as well as direct collaboration. It has also increased the number of liaison offices to regional and subregional partners, including the African Union, European Union, Organization for Security and Cooperation in Europe, Association of Southeast Asian Nations and Southern African Development Community. The proposed new peace and security pillar will continue to prioritize such strategic partnerships and ensure that regional special political missions in Central Africa, West Africa, and Central Asia continue to hold regular thematic intergovernmental dialogues with regional and subregional organizations and strengthen joint analysis, planning and activities in support of sustaining peace. I encourage system-wide engagement with regional and subregional organizations on peacebuilding and sustaining peace, with a focus on regular dialogue, enhanced information-sharing, improved coordination, and joint approaches and activities, on the basis of comparative advantages.

56. Sustaining peace requires much closer collaboration between the United Nations and international financial institutions. I am committed to continuing to develop the Organization's partnership with the World Bank and other international financial institutions. The United Nations has already made great strides in partnership with the World Bank, building on the complementarity between the Organization's implementation capacity, security operations, deep-field presence and normative frameworks, and the World Bank's significant financial resources and technical

expertise. This comes at a time when the World Bank is investing heavily in conflict-affected countries, as the International Development Association window doubled its allocation to countries affected by violent conflict to $14.4 billion for the period 2017–2020.

57. In April 2017, the President of the World Bank and I signed the United Nations-World Bank Partnership Framework for Crisis-Affected Situations, according to which the two institutions are jointly committed to identifying and reducing critical multidimensional risks of crisis and to preventing violent conflict. Building upon this framework, I will work with the President of the World Bank to ensure the operationalization and implementation of the partnership framework for crisis-affected countries, including through consideration of appropriate follow-up to the United Nations-World Bank study, *Pathways for Peace*. The partnership framework remains open for the participation of other international financial institutions.

58. Pilot projects at the country level suggest that an institutionalized partnership between the United Nations and the World Bank can unlock significant financial flows towards peacebuilding and sustaining peace. In Yemen, with support from the United Nations-World Bank partnership trust fund, a World Bank staff member was deployed to the Office of my Special Envoy for Yemen to support continued World Bank engagement. An International Development Association allocation of $819 million was made for Yemeni institutions, community support and national capacities, implemented by UNDP, UNICEF and the World Health Organization. In the Central African Republic, Somalia and Yemen, methodologies are being piloted for joint analysis and planning across humanitarian, peace, and development actors including the World Bank. Such collaboration will also be needed in contexts such as the Sahel, to promote resilience and sustainable development, and strengthen local capacity to implement financing from the World Bank, African Development Bank and Islamic Development Bank.

59. Community-level engagement by the United Nations is another critical component of sustaining peace. Developing participatory approaches that involve civil society and local communities is instrumental in peacebuilding as well as in preventing violent extremism and addressing the conditions conducive to terrorism. This is already taking place in different forms in many contexts but should be continuous and systematic. The Department of Peacekeeping Operations is developing a community-engagement framework, currently piloted in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic. In Malawi, the United Nations has supported conflict prevention at the local level through a pool of trained youth and a women's peacebuilding network, which has been mediating conflicts over land, family conflicts and gender-based violence issues in their communities. I recommend that all United Nations peace operations and United Nations country teams develop community-engagement strategies in consultation with national and local stakeholders, particularly youth and women's groups, and that these be shared, monitored and reviewed with local actors.

60. I welcome the Peacebuilding Commission's inclusion of civil society, with an emphasis on field-based civil society organizations, in its consultations as part of its enhanced working methods. The inclusion of such organizations is now a shared practice in country-configuration meetings and during country visits of Peacebuilding Commission members. In this way, the Commission is also fulfilling its role as a bridge to help the analysis and experiences of civil society reach the Security Council.

61. United Nations engagement with civil society organizations at the country level takes many forms: building capacity, sharing good practices, producing practical tools, fostering a conducive environment for robust civil society, and active engagement in analysis, planning, programming and monitoring and evaluation. The

United Nations has developed guidelines on civil society engagement in mission settings. In consultation with civil society, guidelines on system-wide engagement with civil society for sustaining peace will be developed.

62. Since 2016, under its gender and youth promotion initiatives, the Peacebuilding Fund has supported United Nations entities and civil society organizations as direct recipients of funding, with projects totalling $40 million. In addition, all projects allocate approximately 40 per cent of funding to local civil society organizations as implementing partners. The Peacebuilding Fund is also partnering with such organizations on programme design, including in Madagascar and the Niger, and community-based monitoring and evaluation in the Niger, Papua New Guinea and Sri Lanka. I encourage initiatives that allow civil society organizations to be direct recipients of funding for peacebuilding activities and that specify percentages of funding to be allocated to work undertaken by local civil society organizations.

63. United Nations funding windows for civil society organizations should include a focus on youth-led organizations. I encourage the international community to tap into the peacebuilding potential of youth organizations, including by improving their access to funding, technical support and capacity-building and by providing space for youth participation in programming. It is also imperative to ensure an enabling environment for youth organizations and internal expertise to engage with youth. I ask that the proposed Departments of Political and Peacebuilding Affairs and of Peace Operations and relevant agencies, funds and programmes ensure capacity to support youth engagement on peacebuilding activities. The study on youth, peace and security progress mandated by the Security Council in its resolution 2250 (2015) will provide more specific recommendations for youth inclusion.

64. Women's organizations and networks also have important contributions to make in enabling women's leadership and participation in conflict prevention and ensuring the sustainability of women's grass-roots peacebuilding. Women's participation improves prevention efforts and overall security, especially on issues such as the prevention of violent extremism. Women's peace huts in Liberia, for example, supported by local women's organizations and UN-Women, and funded by the Peacebuilding Fund, are playing an effective role in mediating small-scale conflicts before they result in violence and in holding State security services accountable. In Burundi, Jordan, Colombia and Solomon Islands, the Women's Peace and Humanitarian Fund is providing crucial resources to women's organizations to support effective community-level mediation efforts, prevention and resilience, and peace agreement implementation. As the only fund that specifically supports the work of women's organizations in prevention and response, it has already demonstrated the exponential impact per dollar in prevention through supporting women's capacities.

VI. Conclusion

65. The proposals I have made to Member States on the reform of the peace and security pillar, the repositioning of the development system and the shifting of the management paradigm have their own logic, rationale and legislative trajectories. If endorsed, they will contribute in no small measure to an Organization that is more effective in supporting Member States in preventing conflict and sustaining peace. In the present report, I have outlined the considerable progress already achieved and built on the proposed reforms to set out additional, targeted changes to ensure that the United Nations does not lose sight of the linkages between its work in peace, development, human rights and humanitarian action. Some of these changes are proposed and pending Member State approval; others, I am undertaking under my own authority.

66. Sustaining peace is first and foremost a responsibility of Member States. The mirror image of a United Nations system that is better oriented towards prevention, human rights and sustainable development is a Membership that sees these as mutually reinforcing, sovereignty-affirming and within national interests. This is a lesson the United Nations has learned time and again. Political will to sustain peace remains invaluable.